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ABSTRACT

The background, provisions, and administration of the Library Services Act and the Library Services and Construction Act (LSCA) are explained. Federal, state, and local roles in financing and staffing are detailed, and various library programs are discussed. Continuing public library needs in the areas of service and construction are presented. Seven tables and three charts provide statistics on expenditures, professional staffing, program activity, book circulation, public library buildings, and funding for each state and U.S. territory. (KM)

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HEALTH EDUCATION AND WELFARE
Indicators
July 1966

The Federal Government and Public Libraries

A Ten-Year Partnership, 1957–1966

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of the Assistant Secretary for Program Coordination

HEALTH, EDUCATION, AND WELFARE INDICATORS

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Cover Photos:

This "Kentucky Bookmobile", headquartered at Purchase Regional Library, serves neighborhood children in Calloway County.

East Central Regional Library in Cambridge, Minnesota.

For sale by Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Price 20 cents.

THE FEDERAL GOVERNMENT AND PUBLIC LIBRARIES: A TEN-YEAR PARTNERSHIP, 1957-1966

John C. Frantz and Nathan M. Cohen

The increased need for knowledge is one of the constants in today's changing world. Knowledge about vocations, family living, human relations, and national and international affairs, is essential to the quest for self-fulfillment and national well-being of citizens in a democracy. Knowledge about scientific and technological developments, new markets and products, and economic conditions, is required by the industrial, labor and business communities to maintain a high level of economic activity.

The public library is in a unique position to furnish much of this knowledge through its collections of books, periodicals, records, films, and other materials. As part of the vast educational network of the nation, the public library has a responsibility to be a primary source of information and knowledge for millions of Americans of all ages.

In 1956, the year prior to the initiation of the Library Services Act program, public library service in the United States generally could not accept this responsibility. Per capita expenditure for public libraries was $1.45, about one-half of the amount then needed to achieve even a bare minimum level of adequacy, according to American Library Association standards. Only 272 public library systems (4.4 percent of the total) met the standard of 100,000 or more volumes of currently useful printed materials in public library systems.

As reported by the State library agencies, only 25 percent of the population had minimum adequate public library service in 1956, while 75 percent of the population had either inadequate or no local library service. Eighteen States reported that none of their people received adequate service. Eighty-nine percent of the 25 million population without any local public library service were in areas under 10,000 population--those defined as "rural" areas under the Library Services Act.

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Although the need for greatly expanded and improved public library service existed at all population levels in 1956, the rural areas were the most underdeveloped. In recognition of this need, the Federal Government responded with the passage of the Library Services Act in 1956.

LIBRARY SERVICES ACT - LIBRARY SERVICES AND CONSTRUCTION ACT

Provisions and Administration

The Library Services Act authorized a maximum of $7.5 million a year in Federal funds for five years to enable the States and Territories to extend and improve public library services in areas with less than 10,000 population. In 1960 Congress extended the Act (P.L. 86-679) at the same level of support for five years. In FY 1957 Congress appropriated $2.1 million; in FY 1958, $5 million; in FY 1959, $6 million; and for each of the fiscal years 1960 through 1964, $7.5 million.

Despite the greatly increased financial support and improved library service in rural areas, library service in 1964 was still inadequate for both urban and rural populations. In 1964 public libraries in the United States needed an additional $439 million in current operating funds--excluding an $850 million backlog of needs for books--to meet a minimum level of service in both rural and urban areas.

The Congress again recognized the continuing educational need by passing the Library Services and Construction Act (P.L. 88-269), which was signed into law on February 11, 1964. President Johnson stated, in signing the bill:

> "This Nation needs a larger and more diversified collection of books. We need better housing for these books. We sorely need libraries closer to the people, whether through more centrally located libraries or through bookmobiles and branch locations. The central fact of our times is this: books and ideas are the most effective weapons against intolerance and ignorance."

As one result of the Library Services Act in the State of Washington, the Columbia River Regional Library Demonstration was changed to North Central Regional Library when the voters gave their approval to the formation of a Library District. The name switch on this bookmobile reflects the changing nature of Federal assistance to libraries.

Photo: Wenatchee Daily World

The Library Services and Construction Act (LSCA) amended the original rural program to include grants for public library services to urban as well as rural areas,

and funds for public library construction. An appropriation of $55 million under the Act was made by Congress for each fiscal year, 1965 and 1966: $25 million for Title I, Services, and $30 million for Title II, Construction. To ensure that Federal funds do not replace State and local funds, State and local expenditures for public library service cannot fall below those for the 1963 "floor"year.

Only those localities which have no public library service or which have library services defined as inadequate by the State library agency are eligible for LSCA grants.

The Federal appropriation is allotted to each State in the same ratio as its population is to the total population of the country. To obtain the Federal allotment, a State must match it with State and/or local funds. A State's matching ratio is based on its per capita income relative to the average national per capita income. Limitations are set on the Federal share for each State--it cannot exceed 66 percent for the poorer States, or fall below 33 percent for the wealthier States.

If a State does not need its full Federal allotment to carry out its State plan during a given fiscal year, the unused balance may be reallotted among those States having a need for additional funds.

The State library agency determines the best use of funds under the program for each State and prepares a State plan which is submitted to the U.S. Commissioner of Education for approval.

Funds used by the State library agencies under their Federally-approved State plans pay for salaries and wages, books and other library materials, library equipment, and general operating expenses, including costs of administering the State plan for construction (Title II).

State and local libraries share responsibility for compliance with provisions of Title VI of the Civil Rights Act. Projects under Title II, Construction, are also subject to various Federal labor standards, including the Davis-Bacon Act and the Contract Work Hours Standards Act. (A local library desiring information on obtaining a construction grant or about participating in the services program should contact its State library agency.)

PUBLIC LIBRARY SERVICES

Upon signing the rural Library Services Bill into law on June 19, 1956, former President Eisenhower stated that it was intended to "...stimulate the State and local communities to increase library services available to rural Americans. It shows promise of leading to a significant enrichment of the lives of millions of Americans...."

Table 1

Funds Available for Expenditures for Public Library Services in Areas of State Plans,[1] Fiscal Years 1957-1966

(Provisional Data)

Source	Rural program				Rural-urban program			
			Change				Change	
	1956	1964	Amount	Percent	1956	1966	Amount	Percent
	(Millions of dollars)							
TOTAL.....	$38.4	$91.6	$53.2	139	$416.5	$442.8[2]	$26.3	6.3
Federal.....	-	7.5	7.5	-	24.9	24.6	-.3	-1.2
State & local.	$38.4	84.2	45.8	119	391.5	418.2	26.7	6.8
State.....	6.7	15.8	9.1	135	39.3	43.6	4.3	10.9
Local.....	31.7	68.4	36.7	116	352.2	374.6	22.4	6.4
	(Percent)							
TOTAL.....	100.0	100.0	-	-	100.0	100.0	-	-
Federal.....	-	8.1	8.1	-	6.0	5.6	-.4	-
State & local.	100.0	91.9	-8.1	-	94.0	94.4	.4	-
State.....	18.9	17.2	-1.7	-	9.4	9.8	.4	-
Local.....	81.1	74.7	-6.4	-	84.6	84.6	0	-

1/ State and local data are for all areas eligible to receive assistance under State plans and include data for areas that dis not receive assistance. 2/ Amount budgeted by States.

Financing

The record of achievement during the eight-year rural program did much to fulfill these limited goals. The States and local communities showed substantial increases in funds for rural public library services in areas under 10,000 population. Both State and local funds increased 119 percent in all rural areas eligible for participation under State plans, from $38.4 million in 1956 to $84.2 million in 1964 (Table 1 and Chart 1). State funds increased 135 percent, from $6.7 million to $15.8 million; and local funds went up 116 percent, from $31.7 million to $68.5 million.

All the regions of the country reported increases in local and State funds between 1956 and 1964, ranging from 99 percent in the Southeast to 156 percent in the North Atlantic region.

In FY 1964, local funds provided almost 75 percent support for rural public library service in State plan areas, while State support was 17 percent and Federal, 8 percent. When the program was amended to include urban as well as rural places in FY 1965, local funds in State plan areas rose to over 84 percent of the total, while the ratio of both State and Federal funds dropped to about 10 and 6 percent respectively.

Federal funds available for allotment to the States for services totaled $100.6 million under the program (Table 2). The State and local

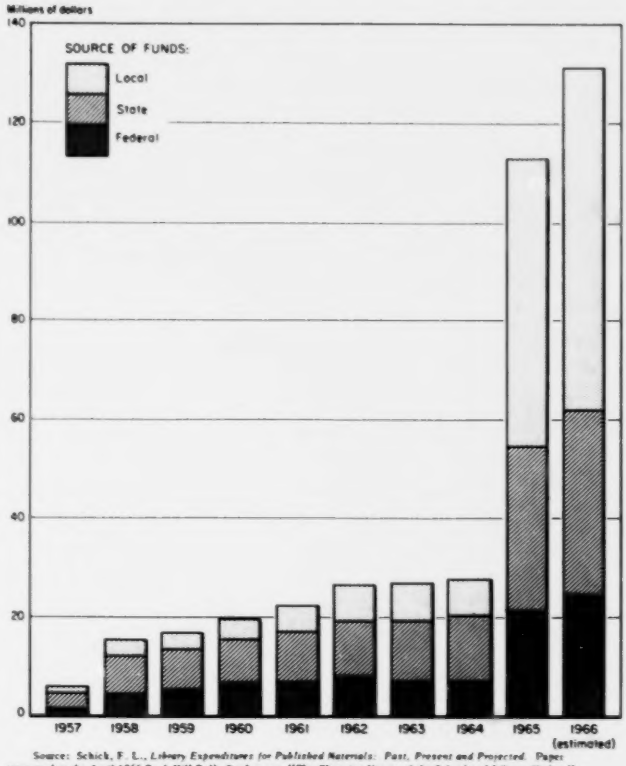
matching requirements for all States averaged 49.6 percent; the Federal share, 50.4 percent.

Of the $100.6 million Federal funds available for the program, t[illegible]ates used sufficient Stat[illegible]d local money to enable the[illegible]o match $99.1 million in F[illegible]l funds. The full Federal [illegible]ment was not always used because some States were late in coming into the program, and a few States did not provide sufficient matching funds.

But as a group, the States overmatched the amount of State and local funds required to obtain Federal funds. Ninety-eight cents of State and local funds were needed to match every $1.00 of Federal funds. The actual amount of State and local funds used for matching was 216 percent more than required: $313 million compared with $99.1 million in Federal funds, or $3.16 State and local funds for every $1.00 of Federal money (Table 2).

CHART - 1

Expenditures from Federal, State and Local Funds under the Library Services and Construction Act 1957-1966



Source: Schick, F. L., *Library Expenditures for Published Materials: Past, Present and Projected.* Paper presented at the April 1966 Buck Hill Falls Conference, "The Changing Nature of the School and Library Market."

Total expenditures for services under State plans for fiscal years 1957-1966 were $412.2 million (Table 3). Of this amount, $167.9 million (41 percent) were local funds; $145.2 million (35 percent), State funds; and $99.1 million (24 percent), Federal funds. These amounts include Federal payments to States, and State and local funds used for matching purposes. Data for fiscal 1966 are budgeted funds.

Table 2
Federal Allotments and Payments and State-Local Matching Funds, Fiscal Years 1957-1966
(Provisional data)

Government level	Federal allotment and matching requirement		Federal payments; State-local matching amounts	
	Amounts (000's)	Percent	Amounts (000's)	Percent
TOTAL.....	$199,507	100.0	$412,108	100.0
Federal.....	100,576	50.4	99,097	24.0
State and local matching.....	98,931	49.6	313,011	76.0

Salaries and wages (Table 4) were the largest category for which funds were spent, $209.5 million (52 percent). The next larger category, $108.2 million (27 percent), went for books, pamphlets, periodicals, films, records, microfilms, and other related materials. A total of $71.9 million (18 percent) was spent for other operating purposes including demonstration projects, grant programs, and

other area projects. The balance of expenditures, $15.4 million (4 percent) was spent for bookmobiles and other equipment items.

Staffing

A major problem facing State library agencies since the passage of the Library Services Act has been to obtain personnel to administer the LSA-LSCA program. This same problem has also confronted the State library agencies in all their other activities. They reported 157 vacancies or 17.4 percent of the estimated 900 total professional State agency positions in 1965; in 1961 there were 13 percent professional vacancies.

Provisional data reported by State agencies indicate that a total of 1,996 persons were added during the first nine years of the program to carry out their State plans. Of these, 746 were professional staff and 1,250 were non-professionals.

In 1965, some 550, or 74 percent, of the 746 professional positions were at the State agency level, while the remainder were mostly supervisory positions at the local level for area projects (Table 5). A little more than one-half of the positions (383) are for consultants, mostly (264) general consultants. It is significant that during FY 1965, the first year of the expanded urban-rural program, 242 professional positions were added. This represents a 48 percent increase

Table 3

Federal Payments and State Expenditures for Services under the Library Services and Construction Act, Fiscal Years 1957-1966

(Provisional dollar amounts in thousands)

State	Total	Federal	State	Local
UNITED STATES	$412,207	$99,097	$145,236	$167,874
Alabama	6,969	2,224	1,973	2,772
Alaska	1,224	545	413	266
Arizona	2,846	1,010	557	1,279
Arkansas	4,070	1,625	2,445	--
California	110,589	5,243	4,954	100,393
Colorado	2,543	1,199	1,344	--
Connecticut	5,044	1,342	2,411	1,291
Delaware	2,838	590	518	1,730
District of Columbia	1,233	368	865	--
Florida	6,622	2,285	1,208	3,129
Georgia	10,381	2,472	7,909	--
Hawaii	5,721	753	4,968	--
Idaho	1,719	876	528	316
Illinois	16,839	3,908	5,442	7,488
Indiana	17,223	2,108	1,368	13,747
Iowa	3,704	1,940	933	831
Kansas	2,556	1,194	636	726
Kentucky	6,155	2,278	3,877	--
Louisiana	3,509	1,976	1,481	52
Maine	1,741	989	751	--
Maryland	6,154	1,705	4,450	--
Massachusetts	6,460	2,004	4,455	--
Michigan	9,179	3,437	4,742	1,000
Minnesota	4,249	2,078	1,605	566
Mississippi	2,997	1,902	811	284
Missouri	6,725	2,364	1,967	2,394
Montana	2,632	875	532	1,226
Nebraska	4,196	1,243	625	2,329
Nevada	2,486	630	671	1,185
New Hampshire	2,274	801	1,473	--
New Jersey	15,051	2,245	2,069	10,738
New Mexico	1,659	934	532	193
New York	41,562	5,599	35,963	--
North Carolina	7,818	3,196	4,622	--
North Dakota	1,639	887	679	72
Ohio	9,357	4,166	3,875	1,316
Oklahoma	2,258	1,351	908	--
Oregon	3,518	1,331	2,180	7
Pennsylvania	15,285	4,929	9,114	1,243
Rhode Island	1,980	780	1,201	--
South Carolina	4,472	1,877	980	1,615
South Dakota	1,690	932	665	93
Tennessee	5,513	2,395	3,119	--
Texas	11,500	4,058	741	6,702
Utah	1,770	857	912	--
Vermont	2,228	753	1,475	--
Virginia	5,018	2,474	2,545	--
Washington	4,613	1,694	2,532	388
West Virginia	3,368	1,689	880	799
Wisconsin	4,940	2,248	1,577	1,114
Wyoming	1,484	592	301	590
Puerto Rico	3,527	1,802	1,725	--
Virgin Islands	603	145	458	--
Guam	415	162	253	--
American Samoa	60	39	21	--

Table 4

Expenditures for Services under the Library Services and Construction Act, Fiscal Years 1957-1966 1/

(Provisional dollar amounts in thousands)

State	Total	Salaries and wages	Books and materials	Equipment	Other operating expenses
UNITED STATES.....	$404,973	$209,485	$108,195	$15,396	$71,897
Alabama.....	6,595	2,990	2,166	447	992
Alaska.....	1,217	575	239	80	324
Arizona.....	2,843	1,536	914	132	261
Arkansas.....	3,962	1,990	1,154	301	517
California.....	110,040	73,204	19,353	903	16,580
Colorado.....	2,475	1,402	573	171	330
Connecticut.....	5,040	2,079	1,909	160	891
Delaware.....	2,771	1,511	629	197	433
District of Columbia	1,233	--	1,233	--	--
Florida.....	6,208	2,748	1,691	406	1,363
Georgia.....	10,411	1,215	7,351	157	1,689
Hawaii.....	5,524	3,980	856	150	538
Idaho.....	1,700	778	452	115	355
Illinois.....	16,007	7,903	1,768	508	5,827
Indiana.....	17,012	9,351	3,107	619	3,934
Iowa.....	3,603	1,662	1,211	116	614
Kansas.....	2,545	1,082	844	266	353
Kentucky.....	6,147	2,139	2,504	740	763
Louisiana.....	3,464	1,373	1,020	416	655
Maine.....	1,750	813	410	137	390
Maryland.....	6,019	3,147	1,603	216	1,053
Massachusetts.....	6,257	1,937	1,217	164	2,939
Michigan.....	9,089	5,008	2,266	268	1,547
Minnesota.....	4,238	1,362	2,000	375	502
Mississippi.....	2,993	1,336	799	329	529
Missouri.....	6,426	3,904	1,461	394	667
Montana.....	2,525	1,276	537	202	510
Nebraska.....	4,191	2,373	888	216	714
Nevada.....	2,471	1,468	443	126	434
New Hampshire.....	2,270	1,402	370	75	422
New Jersey.....	14,888	10,135	2,567	350	1,836
New Mexico.....	1,659	948	309	156	245
New York.....	40,874	17,947	18,129	1,411	3,388
North Carolina.....	7,579	3,197	3,224	313	845
North Dakota.....	1,496	748	364	184	199
Ohio.....	9,253	3,995	3,222	617	1,420
Oklahoma.....	2,103	925	592	220	366
Oregon.....	3,452	2,186	532	91	644
Pennsylvania.....	14,735	3,609	2,128	440	8,559
Rhode Island.....	1,980	517	429	29	1,006
South Carolina.....	4,235	1,934	1,642	169	491
South Dakota.....	1,629	683	419	239	287
Tennessee.....	5,493	2,450	1,790	382	872
Texas.....	11,005	6,204	2,798	626	1,378
Utah.....	1,768	707	576	205	280
Vermont.....	2,221	1,404	403	108	306
Virginia.....	5,003	1,601	2,558	438	407
Washington.....	4,572	2,194	1,304	208	866
West Virginia.....	3,330	1,467	1,054	263	546
Wisconsin.....	4,836	2,333	1,392	227	883
Wyoming.....	1,437	657	475	78	227
Puerto Rico.....	3,370	1,495	1,087	162	626
Virgin Islands.....	591	330	127	61	72
Guam.....	405	265	103	16	21
American Samoa.....	33	10	6	15	2

1/ State expenditures of Federal, State, and local funds for fiscal years 1957-1965; and budgeted funds for FY 1966.

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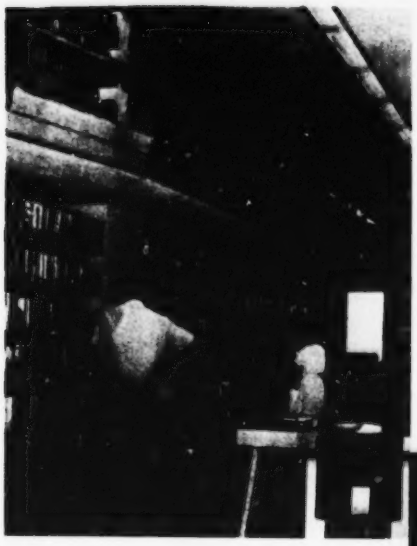
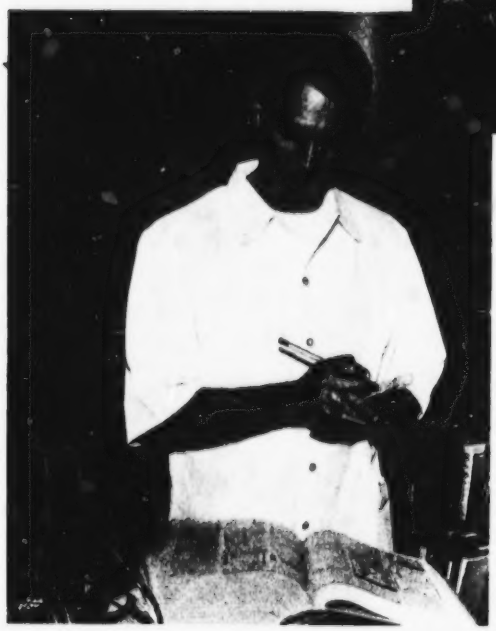


Browsing: general adult use.

The La Retama Public Library in Corpus Christi, Texas, has a browsing lounge in front of the stack area.



Reading is a family affair for a University of Arkansas cotton researcher and his family at the Phillips-Lee Regional Library in Marianna, Arkansas.

The public library also serves special publics in business, the professions, and other walks of life. The Chairman of the Industrial Committee for the Chamber of Commerce checks facts at the Scott-Sebastian Regional Library in Greenwood, Arkansas.

PUBLIC LIBRARIES SERVE STUDENTS OF ALL AGES

Story hour for HEADSTART group in the multi-county White River Regional Library at Batesville, Arkansas.

A quiet spot in the war on poverty. The Townsend Library sponsors a project to reach disadvantaged children in Richmond, Indiana.
--Photo: Susan Castator

The junior college student's right arm at Scott-Sebastian Regional Library in Greenwood, Arkansas.

Table 5

Professional Positions to Carry Out Library Services and Construction Act Program, Fiscal Years 1964-1965

Professional position	Staff											
	Total				State agency				Non-State agency			
			Change				Change				Change	
	1964	1965	Number	Percent	1964	1965	Number	Percent	1964	1965	Number	Percent
TOTAL.....	504	746	242	48	419	550	131	31	85	196	111	131
Consultants	233	383	150	64	193	273	80	41	40	110	70	175
Others.....	271	363	92	34	226	277	51	23	45	86	41	91

over professional staff for the rural program.

Program

A total of 487 bookmobiles was reported purchased through FY 1965. The Southeast region purchased 266 or more than one-half of the total. In 1965 more than one-half of those purchased (59 of 111 total) were replacements for older vehicles.

About 27 million books and other materials were purchased under State plan programs with Federal, State and local funds during the 10-year period.

Almost 40.7 million people were offered library service under the rural program during the 1957-1964 period. People receiving this library service lived in 1,782 counties and 1,548 towns or other administrative units. In FY 1965 over 65 million people in both urban and rural areas had new or improved service available.

The extension and improvement of library services to the rural areas was accomplished by many methods including the establishment and expansion of larger-unit library systems at the county and regional level, State library regional branches, and area-wide cooperative arrangements. Indicative of the intensive effort to develop larger units of service and cooperative activities, between 1957 and 1961 State library agencies sponsored or supported:

- ✓ 17 new State library regional branches in five States;
- ✓ 26 reference service projects in 11 States;
- ✓ 237 demonstrations of library service systems in 42 States;
- ✓ 36 technical processing projects in 22 States; and
- ✓ 40 film circuits in 15 States.

A persistent problem facing States and localities in their efforts to improve library services has been the shortage of qualified and experienced personnel. In one attempt to remedy this shortage, State agencies during the first five years of the rural program conducted library training workshops, institutes, conferences, short courses, or special university extension offerings that were attended by over 44,000 local library personnel, trustees, and others. More than 1,200 stipends were given for participation in these training activities.

To obtain new professional personnel, about 350 graduate library school scholarships were offered in some 22 States during the rural program. Under the expanded program in FY 1965, over 100 graduate scholarships were offered in 32 States, and a like number of graduate scholarships was planned for FY 1966. These scholarships have been most effective in those States which have made specific provision for the systematic recruitment and selection of applicants. Illinois, Missouri, and Pennsylvania have used library recruiters for this purpose. California and South Carolina have established library cadet or trainee programs to prepare well qualified and highly motivated scholarship applicants.

A major result of the program has been the strengthening of the State library agencies. Many of the State agencies and programs were so poorly financed prior to the Library Services Act that they could not effectively fulfill their leadership and supportive roles to the local libraries of their States. The Library Services Act greatly enhanced the capabilities of the State agencies.

Conferences on Statewide library development were sponsored by many State library agencies,(and some were formally designated as Governor's Conferences). Numerous Statewide and local library surveys were financed or undertaken with LSCA funds to provide a sound factual basis for library planning and program development. State grant-in-aid programs were initiated during the 1957-64 period in seven States: Alaska, California, Colorado, Florida, Massachusetts, Minnesota, and New Jersey. In a few States such as Arkansas, Georgia, Maryland, New York, Pennsylvania, and Rhode Island, existing State grant-in-aid programs were increased substantially.

Under the expanded urban-rural program many types of projects begun in earlier years were continued, while a number of new and varied ones were begun or were included in State plans in FY 1966 to improve library service at the State and local levels (Table 6).

The inclusion of urban libraries resulted in three major types of projects: (1) improvement in services to disadvantaged neighborhoods; (2) extension of high-quality services to suburban areas; and (3) strengthening of urban library collections to be used over larger regions of a State.

Examples of the first type are contained in the New York State plan. In 1965, seven local projects in six library systems used $582,000 in LSCA funds for improving services to urban disadvantaged neighborhoods. These projects reach library users in New York, Brooklyn, Queens, Buffalo, and

Table 6

1965-1966 Program activity	Number of States
Programs and Services for Specific Population Groups	
Children	8
Young adults	9
Adults	12
The blind	7
The disadvantaged	7
Services	
Book selection	11
Reference	31
Audio-visual	20
Consultant	39
Strengthening Libraries	
Strengthening existing libraries	25
Books and related materials added	45
Resource centers	11
Interlibrary, State, and Interstate Activities, and Bookmobiles	
Interlibrary loan services	23
Reciprocal borrowing privileges	5
Development of statewide systems	25
Union bibliographies of State library holdings or periodicals held by libraries within a State	10
Statewide or local book processing	24
Larger units of service developed	33
State library regional branches established or maintained	9
Inter-State activities	5
Bookmobile service	32
Research and Improvements in Methods	
Automation studies or activities	5
Communications improvement (such as teletype)	11
Statewide or local surveys or research projects	26
Staffing and Salaries	
Staff and/or salaries increased	28
Recruitment	11
Graduate library degree scholarships	29
Library internships	7
Inservice training	34
Public Information and Support	
Public information projects	18
Local support for libraries promoted	12
Governor's conferences	4

in Monroe and Nassau Counties. The 1966 budget is for approximately the same amount. Specific activities include story hour and film programs for pre-school children; the employment of special service librarians to act as liaison persons between neighborhood residents and strategically located branch libraries; pilot projects that experiment with new materials and services for disadvantaged individuals and groups; and, the acquisition of larger collections of basic public library materials. The primary goal of all these projects is "to promote the outreach of the public library to the disadvantaged,"

Examples of library extension projects based in urban public libraries, but including contiguous rural areas, may be found in the plans of Indiana, Michigan, New Jersey, Nebraska, and Pennsylvania, where certain city libraries are being designated as "District" or "Regional" Centers to provide better services over areas including one or more counties. Typically, these library centers: centralize book ordering, cataloging, and classification; provide advisory services to participating libraries and inservice training programs for their personnel;rotate special subject collections; coordinate interlibrary loan requests; and lend films, recordings, and other specialized material.

Regional or statewide resources are being supplemented by including large urban libraries in Connecticut, Massachusetts, Michigan, and Rhode Island. The Providence Public Library receives a grant of $100,000 to discharge its responsibilities as the "principal public library" in the State. In Connecticut, the public libraries in Bridgeport, Hartford, New Haven, Stamford, and Waterbury cooperate to provide coordinated reference and research services to most residents of the State. Each participating library provides: telephone information by reference specialists; photo-reproduction and microprint reading facilities; special files and indexes of State and local data; and the maintenance of special collections and services for research laboratories, business and industrial firms, government agencies, and other community groups. The Boston Public Library receives a per capita grant for its services as the clearinghouse and "last recourse" library of the statewide interlibrary loan system. Tennessee is making special grants to each of its four metropolitan area library systems to serve as "Technical Information Centers." These centers will provide specialized reference and interlibrary loan services to other public libraries in the State.

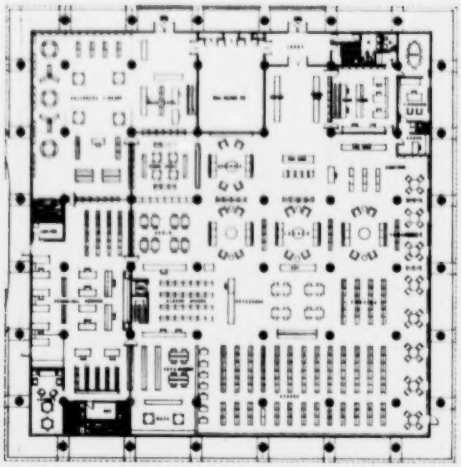
Projects in several States give some indication of future trends:

- Communities in Iowa and Illinois within a 50-mile radius of the headquarters in Keokuk, Iowa are involved in a locally-based library cooperative system that is providing service under interstate library compact authority. In addition to establishment grants made by both States, Illinois is supplying a bookmobile and a field consultant; Iowa, an administrator, a field consultant, and funds for general operating expenses.

- In another type of interstate activity, libraries in Delaware are contracting with a center in Maryland for book processing services.

Clutter

vs.

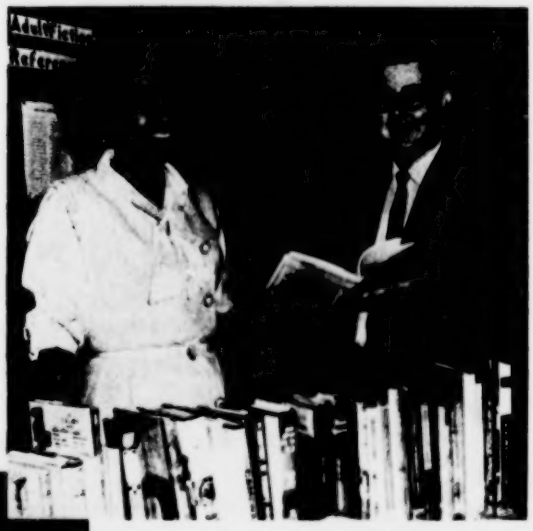


Organized Space

THE MAKINGS OF A LIBRARY . . .

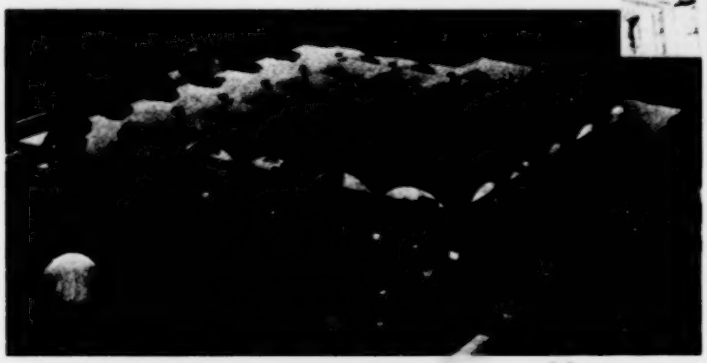
The Librarian of Pioneer Memorial Library confers with the field consultant of the Texas State Library regarding use of Federal funds for purchasing and processing books.

--Photo: The Radio Post, Fredericksburg, Texas



. . . and books and staff.

Buildings. . .



The Santa Clara (California) Public Library Headquarters is being constructed with the aid of a Federal grant.

- The six New England States are planning to use interstate compact authority to establish a regional personnel recruiting system operated by the Simmons College School of Library Science.

- The Library Research Center, Graduate School of Library Science, University of Illinois, is undertaking various studies having broad application to library development. These studies are being financed by several Midwestern States on a coordinated basis.

These and similar efforts are only a modest beginning. Librarians at all levels need to take greater responsibility for cutting through the complexities of making library resources more freely available to users across local or State boundaries. Effective interlibrary cooperation cannot be based on professional courtesy. Time, skill and money are required if a sharing of resources and services is to be achieved on the scale necessary to effect real improvement. Because of the very nature of problems that cut across political jurisdictions, funds from State and Federal sources are the logical means to realize this kind of system development. The Library Services Branch of the U.S. Office of Education is actively encouraging the use of LSCA funds for cooperative programs.

A second trend now beginning to emerge in library planning is toward greater coordination among libraries of different types. California, Connecticut, Michigan, and New Jersey are among the States moving in the direction of coordinated library development. The focal point for such planning is the library user and his needs. The goal is to meet these needs as efficiently and economically as possible without regard to the type of library involved and without classifying the user as a public, school, or academic library patron. With Federal funds becoming available for the improvement of libraries of all types, local planning can now proceed across the total range of libraries. Funding for the separate components of a plan can then be obtained under the appropriate Federal and State legislation. The achievement of coordinated library development will require an unprecedented degree of joint planning among those responsible for libraries of all types at the local, State, and Federal levels.

PUBLIC LIBRARY NEEDS

Public libraries are part of the economic and cultural fabric of the United States. The contribution they can make is related to the financial support, manpower, and imagination put into them.

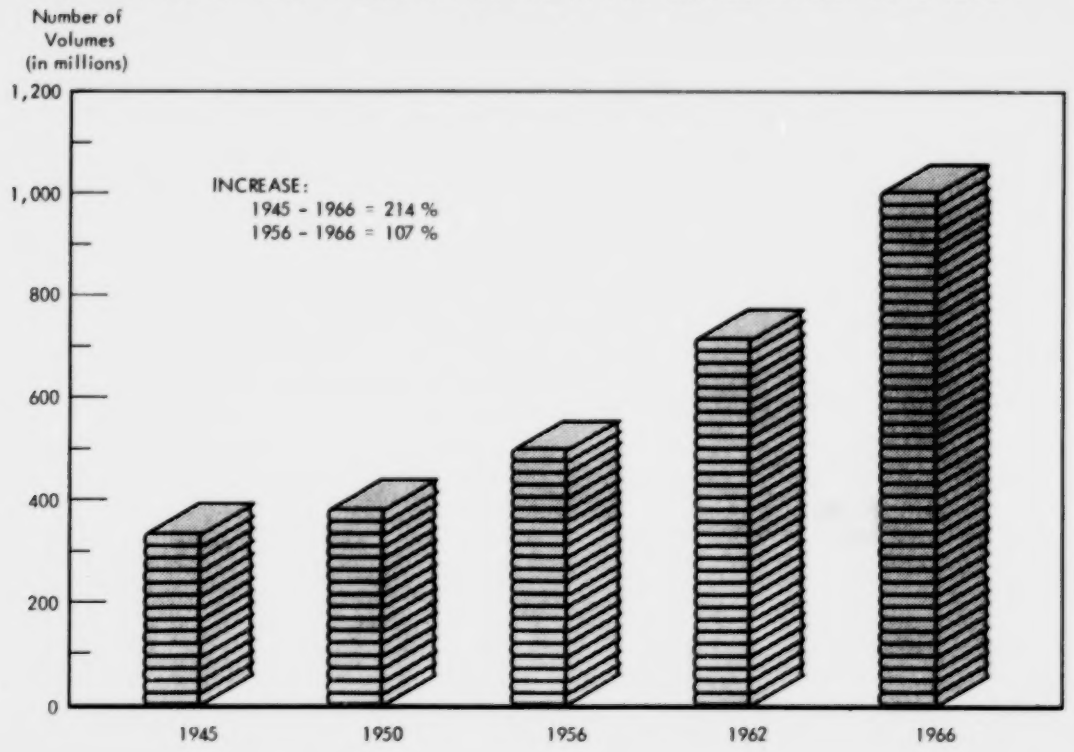
Service Needs

Between FY 1956 and FY 1966 there have been very substantial increases in public library expenditures, from $177 million to about $500 million. But per capita expenditure of about $2.50 in fiscal 1966 is one-half of the $5.00 needed for minimum adequate service based on American Library Association standards.

Increased financial needs are the result of a number of factors. The first is that libraries are being used more than ever before. Although population has increased 17 percent from 1956 to 1966, public library registration has gone up 81 percent, from 30.4 million to an estimated 55 million. And circulation of books has more than doubled from 490,000 to an estimated 1 million (Chart 2).

Chart 2

CIRCULATION OF PUBLIC LIBRARY BOOKS IN THE UNITED STATES 1945-1966



Source: U.S. Office of Education surveys, 1945 - 1962; estimated data for 1966.

The number of books and other materials that libraries must purchase to keep their users abreast of the great expansion in knowledge have grown tremendously in recent years. In only five years, from 1960 to 1965, the number of book titles published annually in the United States rose from 15,000 to 28,600, an increase of 90 percent.

Not only must libraries cope with increasing demands for their services and with proliferation of books and materials, but costs have mushroomed. Average book prices shot up 45 percent from 1960 to 1965. Salaries have also increased steadily. Starting salaries of library school graduates rose at an annual rate of over 7 percent between 1951 and 1964.

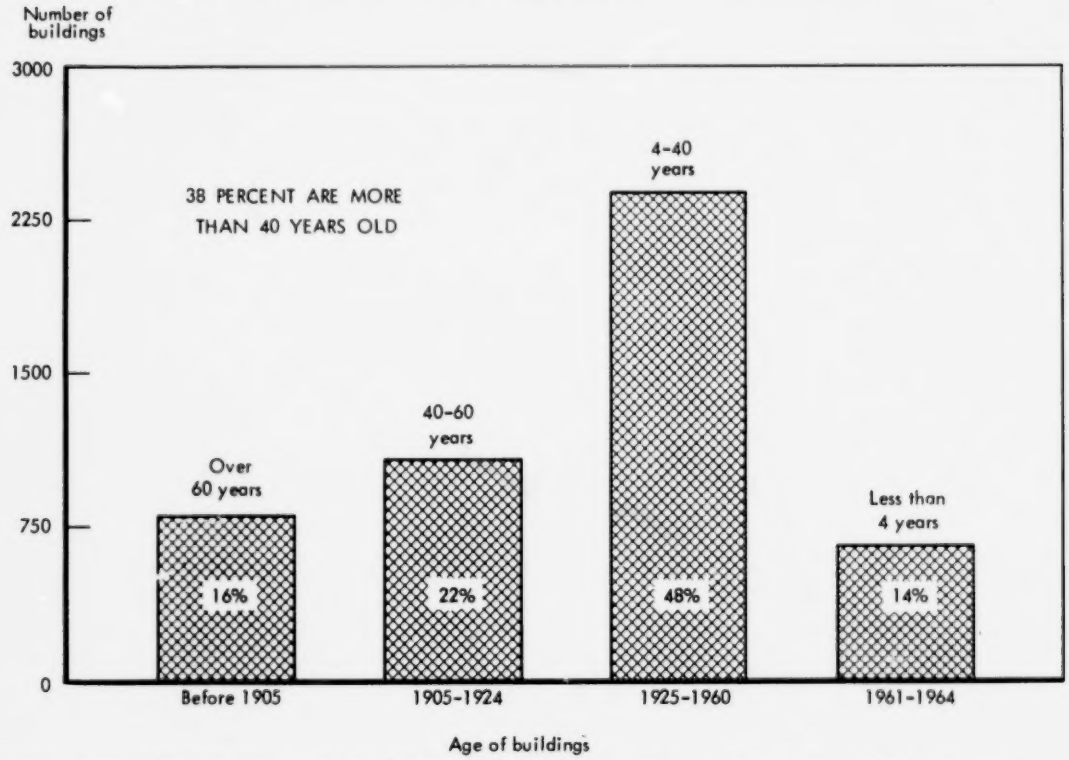
Construction Needs

To accommodate the increase in both library use and materials, more building space has been needed. The problem is magnified by the obsolescence of the existing public library plant in the United States. Over 1,600 libraries were built during the first two decades of this century. Reports from local libraries to the U.S. Office of Education indicate that 38 percent of publicly-owned public library buildings are more than 40 years old (Chart 3).

Local public libraries currently occupy about 55 million square feet of floor area and are expending about $140 million for construction.

Chart 3

AGE OF PUBLICLY-OWNED PUBLIC LIBRARY BUILDINGS, 1964



Source: Extrapolations of unpublished data from U.S. Office of Education Survey of Public Library Building Facilities, Fiscal 1963 - 64.

PUBLIC LIBRARY CONSTRUCTION

To carry out Title II, Federal funds ($30 million appropriated for each fiscal year, 1965 and 1966) may be used for land acquisition and

Library Services and Construction Act: "A Helping Hand in the Reach for Excellence"

"Dreams of library services extension which smouldered for years flared into reality with the Library Services and Construction Act. These dreams have become the brick of new buildings, the wood of tables and chairs, and the exciting reality of new books for Texas libraries".

Dr. Dorman Winfrey
Director of Texas State Library

construction of new public library buildings and for the expansion, remodeling, and alteration of existing buildings to be used as public libraries. The initial equipment of buildings constructed under State plans may also be paid for with State plan funds.

Only areas without library facilities necessary to develop library services, as defined by the State library agencies, are eligible to receive assistance under Title II. This requirement has led the States to relate their criteria for construction to their State plans for services. Most States have established such criteria by assigning priorities to encourage organization of larger units of library service.

During FY 1965, 53 of the 55 eligible States and Territories received approval of their plans for construction. The 53 jurisdictions approved 360 local public library construction projects involving about 5.4 million square feet of new or improved facilities, which will provide library service to an estimated 23.3 million people (Table 7). Of the 360 projects, 230 were new library buildings, 58 were additions to existing buildings, and 72 were remodeling or altering existing buildings. These projects were budgeted for $99.6 million, of which $29.9 million was the Federal share. It is anticipated that in FY 1966 the number of projects to be approved will be similar to that in FY 1965.

Impact of Federal Assistance in Construction of Public Libraries

The "first-time" provision of Federal money for public library construction could not have come at a better time. A decade of stimulation of library services by State aid, including the rapid development of systems and of central library book collections, meant that we were ripe for assistance in library buildings.

Increased library use, suburban population growth, obsolescence of city branches--these were other factors in the building lag.

New construction is underway that would not have been possible without Federal aid. The Federal money has stimulated communities to secure matching funds, an effective 'carrot'. And the buildings which are going up will in turn stimulate additional library use.

As the program enters its second year, demand increases. Continuing construction funds are badly needed. Adequate buildings are basic to adequate library service programs.

James E. Allen, Jr.
Commissioner of Education
New York State

Table 7

Federal Funding, State Matching, and Approved Projects for Construction under the Library Services and Construction Act, Fiscal Years 1965 and 1966
(Dollar amounts in thousands)

State	Federal allotments and State-local matching requirement, 1966				Number of approved projects 1965	Federal obligations State-local matching, 1965		
	Total	Federal		State-local		Total	Federal	State-local
		Amount	Percent					
UNITED STATES.....	$61,581	$30,000	48.7	31,581	360	$99,648	$29,864	$69,784
Alabama.....	827	543	66.0	280	7	1,238	642	596
Alaska.....	268	112	41.9	156	-	-	-	-
Arizona.....	482	265	55.3	218	1	331	168	163
Arkansas.....	505	333	66.0	172	5	543	326	217
California.....	5,922	2,309	39.0	3,613	8	9,755	2,730	7,025
Colorado.....	674	329	48.8	345	8	690	329	361
Connecticut.....	1,257	440	35.0	817	9	1,852	476	1,377
Delaware.....	431	143	33.3	288	1	546	169	377
District of Columbia...	571	188	33.0	382	1	3,545	223	3,322
Florida.....	1,381	782	56.7	599	8	3,493	840	2,653
Georgia.....	1,016	640	62.9	377	12	1,512	715	798
Hawaii.....	346	170	49.1	176	5	1,102	201	901
Idaho.....	291	175	60.1	116	8	343	200	143
Illinois.....	3,793	1,510	39.8	2,283	7	1,391	558	832
Indiana.....	1,481	741	50.1	739	-	-	-	-
Iowa.....	879	471	53.6	408	2	213	113	100
Kansas.....	729	389	53.3	340	4	2,370	460	1,910
Kentucky.....	801	511	63.7	291	11	945	604	341
Louisiana.....	846	542	64.1	304	3	771	486	285
Maine.....	370	217	58.8	152	3	440	257	183
Maryland.....	1,185	520	43.9	665	7	2,694	615	2,080
Massachusetts.....	1,939	810	41.8	1,128	8	3,428	885	2,543
Michigan.....	2,420	1,189	49.2	1,231	17	3,003	1,189	1,813
Minnesota.....	1,071	564	52.7	507	9	1,727	667	1,060
Mississippi.....	589	389	66.0	200	7	928	419	509
Missouri.....	1,408	693	49.2	715	7	2,242	686	1,556
Montana.....	319	176	55.1	143	4	386	208	178
Nebraska.....	536	280	52.2	256	4	606	290	316
Nevada.....	359	120	33.6	238	1	351	125	226
New Hampshire.....	316	166	52.6	150	4	637	159	479
New Jersey.....	2,353	940	40.0	1,412	23	8,770	1,112	7,659
New Mexico.....	357	215	60.3	142	1	165	50	115
New York.....	6,456	2,460	38.1	3,997	33	11,476	2,909	8,567
North Carolina.....	1,145	726	63.4	418	12	1,525	859	666
North Dakota.....	288	170	59.0	118	1	585	135	450
Ohio.....	2,968	1,456	49.1	1,512	9	6,412	1,456	4,956
Oklahoma.....	690	410	59.5	280	3	1,024	410	613
Oregon.....	672	331	49.2	341	5	1,577	391	1,186
Pennsylvania.....	3,381	1,685	49.9	1,695	21	4,715	1,993	2,723
Rhode Island.....	403	202	50.2	201	5	658	239	419
South Carolina.....	633	418	66.0	215	1	749	494	255
South Dakota.....	296	177	59.5	120	2	345	209	136
Tennessee.....	915	586	64.0	329	10	1,258	579	679
Texas.....	2,513	1,438	57.2	1,075	18	4,258	1,438	2,819
Utah.....	365	206	56.5	159	1	1,323	244	1,079
Vermont.....	238	135	56.8	103	10	290	160	130
Virginia.....	1,103	643	58.2	461	7	1,645	640	1,006
Washington.....	1,000	485	48.5	516	6	1,206	573	633
West Virginia.....	556	344	61.9	212	2	1,472	344	1,128
Wisconsin.....	1,249	640	51.3	608	16	2,774	757	2,017
Wyoming.....	258	127	49.2	131	2	299	108	191
American Samoa.....	35	23	66.0	12	-	-	-	-
Guam.....	45	30	66.0	15	1	41	27	14
Puerto Rico.....	626	413	66.0	213	-	-	-	-
Virgin Islands.....	37	25	66.0	13	-	-	-	-

More Persons Committed to Continuing Education

Growth is occurring in those parts of the total population which have traditionally been the greatest consumers of communication. There are not going to be merely more people in the years ahead, but more educated people, more people in professional and technical positions, more people with leisure time, and more people committed by choice or circumstance to continuing education.

Dr. Lester Asheim,
Former Dean, Graduate Library School
University of Chicago

SUMMARY

The Library Services Act and Library Services and Construction Act have greatly stimulated growth and improvement of public libraries over the past decade. A total of $159 million in Federal funds has been expended for both library services and construction. Over $600 million are being expended in FY 1966 for public library services and construction from Federal, State, and local sources. Through these efforts more nearly adequate library services are being provided to over 65 million people.

A good start has been made by the three levels of government, working cooperatively, to improve public libraries in the United States through construction or remodeling of buildings; through books and audio-visual materials; through attracting able librarians and continuing to broaden their skills; and through the imaginative use of cooperative regional arrangements tied to State plans to provide better library services and make them more widely available.

The change in library use has been both quantitative and qualitative. In the decade of the sixties there is emerging a more serious, more intensive, and more purposeful use of library materials and services than we have known in the past. Library users today have requirements which are more complex, more specialized, and more expensive to meet than ever before.

Expanding population, expanding technology, and rising prices of goods and services that go into libraries mean that our efforts cannot cease if public libraries are to fulfill their vital role as "the university of the people" for all Americans.

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